

**International Labor Organization**  
**International Program on the Elimination of Child Labor (IPEC)**

**Multi-bilateral Program of Technical Cooperation**

**Government of the United States of America**  
**Government of the Dominican Republic**

**ANNEX 3 – Community-based Child Labor Monitoring**

<b><i>Program Title:</i></b>	Community-based Child Labor Monitoring System
<b><i>Geographical Coverage:</i></b>	Dominican Republic (Constanza and Boca Chica)
<b><i>Project Language:</i></b>	English/Spanish
<b><i>Executing Agency:</i></b>	ILO's International Program on the Elimination of Child Labor
<b><i>Collaborating Agencies:</i></b>	Ministry of Labor, Ministry of Education, Ministry of Health, Local Governments, Workers' Unions, Employers' Organizations, NGOs and Community-Based Organizations.
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## **A. COMMUNITY BASED CHILD LABOUR MONITORING SYSTEM IN CONSTANZA**

### **1. Introduction**

This annex describes some preliminary ideas to verify that children removed from work are attending school and do not return to work. It also indicates how the target population may be tracked during the life of the project; and how the impact on the target population may be assessed. However, the child labor monitoring system for the Dominican Republic will be fully designed once the project begins and after consultations with key stakeholders have been held.

Child labor monitoring systems collect and analyze data concerning a defined set of indicators of the target population (working children and children at risk of starting to work). The specific target population of this project will be limited to children living in Constanza and Boca Chica that are currently engaging in the worst forms of child labor (WFCL) or are at risk of engaging in them in the future. The focus of the project child labor monitoring system is different from the focus of workplace inspection systems since the children, rather than their work environments, constitute the unit of analysis.

Child labor monitoring systems perform two distinct functions:

- They act as a management tool for tracking the impact of a project on the target population; and
- They constitute part of the strategy to withdraw and prevent children from engaging in the WFCL by providing instruments that inform us of the location and magnitude of the problem, the environmental and workplace conditions, and the children's lifestyle or living conditions. This knowledge facilitates the withdrawal of children from hazardous working conditions as well as the enforcement of laws and regulations aimed at protecting children from being subjected to them in the first place. Furthermore, by generating more reliable data, awareness of the issues can be more effectively raised with key actors and community involvement in the elimination of child labor.

By carrying out this second function, the child labor monitoring system can effectively act as the basis of a comprehensive, institutional response system at the local level. The response system should both identify the worst forms of child labor and provide social protection services (such as education, health, etc) to the target population.

### ***2. Objectives of the community-based child labor monitoring system.***

The objectives of the system are the following:

- To ensure that the target children and their families are benefiting from the program;
- To systematically phase out identified child labor and enroll children in the education programs established by the project;
- To report on the status of the target children on a regular basis;
- To measure the progress made in preventing and phasing out child labor; and
- To guarantee that children withdrawn from work are not substituted by other, newly working children even after the project has ended.

To achieve these objectives, a community-based monitoring system will be designed that involves all the key actors and grass-root organizations.

Furthermore, the system should not be seen as a fault-finding or inspection tool, but instead it should act as an effective instrument for assessing the impact of the program and, whenever necessary, for modifying actions and applying corrective measures. For the monitoring system and the larger program to be sustainable, local, community, and nationwide capacities need to be developed and a widespread attitude rejecting child labor has to become a permanent part of the culture. Obviously such changes will only be possible if key actors on all levels are actively involved.

Therefore, the program proposes the crucial participation of teachers, community leaders, and local and national supervisors from all institutions directly involved in or committed to the elimination of child labor.

### ***3. Structure and organization of the child labor monitoring system***

Two complementary levels of monitoring are proposed—one operating at the local level and another inter-institutional.

#### **Local monitoring:**

- A teachers' network consisting of school-teachers from the action program area of influence.
- Community leaders' network consisting of decision-makers and leaders from communities located in the action program area of influence.

#### **External inter-institutional monitoring:**

- Inter-institutional network-REDTI, consisting of one Ministry of Education supervisor, one Ministry of Health supervisor, one occupational safety and hygiene supervisor, one supervisor from the national institution responsible for implementing the child protection policy, and one labor inspector.

IPEC implementing agencies and partners will be responsible for gathering, processing, and analyzing the data and inserting it into the monitoring database. Public institutions will also be trained to collect and maintain this data in order to ensure sustainability once the project has ended.

### ***4. Main elements of the strategy***

Initially, the monitoring system will be used to provide information about the impact of this project and to prevent and withdraw children from work. Later, the main objective will be to keep ex-child laborers away from hazardous work and to ensure that these children are not substituted by other, new working children.

In brief, the strategy can be summarized as follows:

#### ***- Development of the methodology and preparation of a database***

The main characteristics of child workers and children at risk of working will be included in a dynamic database that tracks changes in the target children's living standards, education, health and, most importantly, their working conditions. The database will be designed at the beginning of the intervention, and it will include several indicators that are based on previous IPEC experience in the region. Forms and training materials will also be prepared in this first phase <sup>(\*)</sup>. The database will be used as an early warning system to identify areas where trends indicate an increase in child

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<sup>(\*)</sup> The database and the forms will be based on experience of the Central America Sub-regional Coordination Office.

labor. This system will be also used to develop follow-up tracer studies after the project has ended, as part of possible ex-post evaluations, which will be analyzed and disseminated.

- *Data gathering system*

Monitoring will be community-based. The main actors of the system will be:

- Education District Municipal Board and REDTI Network Educational Commissions (set up by school teachers) to monitor the daily school assistance.
- Community leaders organized in Local Committees and Primary Health Care Unit-UNAP promoters will monitor whether the social protection measures in fact are benefiting the target families.
- Local MOL work inspector and representatives of employers and workers will monitor whether there are children working in factories, plantations, and other workplaces covered by the labor code. This will be done to complement the community-based child labor monitoring system.
- The REDTI Network will follow up the performance of local and national public institutions. The REDTI will monitor that resources committed by public institutions are actually made available to the communities in a timely manner.

- *Information processing and analysis*

The information will be processed and analyzed at the local level. The officials from different public institutions will prepare their respective reports (in a standard format), which will then be given to project promoters responsible for entering data in the system during an initial phase. Once the system is running smoothly, public institution employees (Education District Municipal Board, UNAPs promoter teams, SET inspectors, and Municipal government) will be trained to manage the system. After the project, it is expected that these trained individuals will continue to process and analyze the data. By the end of the project, this data will be housed at the SET in Santo Domingo. Child labor monitoring data will be disseminated during meetings of the National Steering Committee and as requested by other interested parties.

- *Capacity building*

Public institutions have to be sensitized on the need for keeping the registration system up to date and functioning well so that child labor information can be known and easily accessed at any given time. The main topics to be analyzed include: the specific situation of any given child worker case, facts about the institution responsible for working with any given case, and also who in particular is responsible for tracking the case. Therefore, a consultant will be contracted to prepare a procedural manual for administering inter-institutional coordination. Furthermore, officials working with child labor issues and related legislation in the Dominican Republic will be trained on the use of the system. It is expected that the training and capacity building activities will lead to the sustainability of the monitoring system by local institutions and partners. The sustainability of the monitoring system will be evaluated after the project has been operational for at least one year.

## ***5. Managing the monitoring and verification system***

The design and implementation of the community monitoring system on child labor will take place during the initial implementation stages of the project. A number of questions and issues will be addressed, including specific elements of the monitoring system.

### **WHAT?**

- The child's situation--Which program benefits are reaching him or her? What effects do they have on him or her?

- Family situation—Which program benefits are reaching the family? What effects do they have on the family?
- Workplace—Have children been seen working? Are these child workers beneficiaries of the action program? Are other child workers still not beneficiaries of the action program? Are there new child laborers?
- Institutional response—Are the collaborating institutions fulfilling their commitments and responsibilities?

## WHERE?

- Child's situation at school, at home, and in the workplace
- Family's situation in the community, at home, and in the workplace
- Child labor situation at the target families' ordinary/customary workplaces, as well as in other workplaces suspected of employing child labor.
- Situation at different institutions identified through community visits and meetings at the institutions themselves.

## HOW?

- Teachers' network:
  - Operates in schools and is responsible for registering daily student attendance and filling out monitoring record form that will then be handed in monthly to monitoring system coordinator. When the project ends the supervisor of the Education District Municipal Board will be responsible for the coordination of the education monitoring.
  - Visits homes to follow up on school absenteeism, poor academic performance, or suspicion of child labor. Teachers will be responsible for filling out family monitoring record form
- Health promoters:
  - Visit families at home to know and track children's health
- Community leaders' network:
  - Operates in community through direct observation and meetings with beneficiaries
  - Makes regular visits to homes
  - Makes surprise visits to workplaces
- Work inspectors:
  - Make surprise visits to workplaces to determine if children working.
- Employers' and Workers' organizations:
  - Sensitize workplaces about importance of eliminating child labor.

WHO	WHAT	WHERE	WHEN
Primary Health Care Units-UNAPs (Ministry of Health-SESPAS)	Children's Health	Homes Clinics	Every three months
Teachers (SEE)	Children's school attendance and academic performance	Schools	Every week
Work Inspectors	Child labor	Farms, factories...	Every month

(MOL)			
Worker Unions	Child labor	Farms, factories...	Ongoing basis
Employers	Child labor	Farm, factories	Ongoing basis
Local Network-REDTI	Public institutions' commitment to issues	Local Network-REDTI meetings	Ongoing basis

## 6. Sustainability of child labor monitoring system

One of the key factors on the sustainability of the child labor monitoring system will be the links established between the local (Constanza) and a national system for tracking child labor.

The community-based child labor monitoring system will enter their data in a local database that will be shared at the national level with SET officials. The database will be managed by the IPEC monitoring auditor at the beginning of the project and by CLU personnel once the project ends.

Since a Timebound Program is proposed to start by the second year of this project, the experience gathered from the child labor monitoring system in Constanza will also be used to design a national child labor tracking and information system. The objective will be to collect reliable information on child labor in selected areas of intervention and to supplement information collected by the SET inspectors. This will ensure that both the local and national child labor monitoring systems and the formal SET labor inspectorate are working in a coordinated fashion.

At the local level, the community-based monitoring system will base its sustainability on the strengthening and training process of the public institutions, which is one of the main objectives of the project.

## **B. COMMUNITY BASED CHILD LABOUR MONITORING SYSTEM IN BOCA CHICA**

### **1. Introduction**

In Boca Chica, the target group of the current project is children involved in or at risk of commercial sexual exploitation. In this area, a model for withdrawal and protection of child victims will be developed.

At the beginning of the project, the NGO in charge of this component will promote the establishment of a network of institutions that are responsible for the eradication of the problem in this area. These institutions are: schools, health clinics, police, child protection institutions, Governing Body office, and others.

These institutions will jointly decide the different aspects of the integral care model that will be implemented, including the monitoring mechanisms. This model will consist of early detection of child victims; evaluation of the child and his/her family situation and definition and implementation of an individual intervention plan.

Each time a child has been identified to be at risk of commercial sexual exploitation, he/she will be registered – maintaining a certain degree of confidentiality - by one local public institution, selected according to the recommendations of the local network and the national policies and laws. Private and public institutions, private establishments (hotels, restaurants) as well as individuals will participate in the identification of the children. Awareness of the problem will be raised through the dissemination of information materials.

The selected institution will, supported by the NGO in charge of the project, carry out an assessment of the child and his/her socio-economic and family situation. The NGO will supervise the quality of the evaluation and the approach. (The assessment will not blame the child). The assessment will seek to detect some of the reasons why this particular child has been involved in commercial sexual exploitation. This information is essential in order to be able to establish an effective intervention plan. The contributing factors could be: poverty; drug addiction; sexual abuse by a family member or domestic violence, which has pushed the child to leave the home. The assessment will also determine whether the child is in school, is in need of any particular medical treatment; or other services and it will also determine if the siblings are in equal risk of being sexually exploited.

Once this assessment has been undertaken, an individual intervention plan will be established for each child. This plan will establish how the protection of the child will be reached. It will also take into account his/her particular situation (police intervention in cases of sexual abuse in the family; economic help to the family; training needs for the family; police interventions in cases where the child are held in clandestine places; etc.). The objective of the intervention plan is in the first instance to avoid that the child continues to be sexually exploited. However, the intervention plan will also establish other needs, that will be addressed once the exploitation has stopped: how to assure that the child enters the formal education system or if he/she is old enough, receives training courses for the incorporation into the labor market; care options for eventual sons/daughters of the child victim; need of psychological help, etc.

The NGO, in charge of the implementation of the project, will help the local public institutions to define their role in the protection and care of the victims. For example, the local school has the responsibility to include children in the formal education system and monitor their regular attendance in school.

Individual intervention plans will also include the required services or interventions that should be carried out by each institution; the timeframe for the action and the expected results (re-insertion of the child to the family; end of domestic violence; insertion of the child to school, etc.).

This intervention plan will include a section for the follow-up and monitoring of the situation of each child and of the services provided by the institutions.

## ***2. Objective of the monitoring***

The objective of the monitoring carried out, in the framework of the model implemented in Boca Chica, is to determine:

1. If the children are in fact being protected against commercial sexual exploitation.
2. If the institutions have established the necessary capacities for coordination and timely intervention.
3. The effectiveness of the interventions.

## ***3. Structure and organization of the child labor monitoring system***

The detailed organization of the monitoring will be established as an agreement among the involved institutions during initial implementation of the project.

However, in general terms, all the institutions of the local network will be responsible for the collection of information. The institution that registers and keeps the files of the children will also be in charge of the overall monitoring of the situation of each child. The results of the monitoring will be discussed with the local institutional network so that the interventions can be continuously improved. The NGO and the ILO/IPEC National Programme Officer will support and supervise the effective implementation of the monitoring system.

Due to the sensitive nature of the information to be collected, the local network will, at the beginning of the project, establish the regulations for the management of the information so that the

confidentiality of the information will be assured in order to avoid further stigmatization of the children.

#### ***4. Sustainability***

The monitoring of the child victims' situation and of the institutional response is an integral part of the model implemented by this project. The application of the model is promoted and supported by an NGO; nonetheless, the model is based on the support of existing public institutions in the area. The project intends to create/strengthen local capacities and increase collaboration among the institutions so that they can protect the children against commercial sexual exploitation during the implementation period of the project but also once the project has ended.